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ONTARIO

REPORT

of the

SELECT COMMITTEE

on

HIGHWAY SAFETY

1955

Ontario : Legislative assembly .
[Committee]

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**To the Honourable
The Legislative Assembly
of The Province of Ontario**

Honourable Members:

On April 5, 1954, during the Fourth Session of the Twenty-fourth Legislature, the following resolution was passed on the motion of Leslie M. Frost, Q.C., Prime Minister of Ontario:

“That a Select Committee of the House be appointed to study the problem of highway safety in all its phases, including the methods of accident prevention now in general use, methods of public education and control of traffic and to examine and consider any proposals designed to reduce the number of highway accidents submitted to the Committee and to report on methods for the better control of highway traffic in the interest of greater public safety.

And that the Select Committee have authority to sit during the interval between Sessions and have full power and authority to call for persons, papers and things and to examine witnesses under oath, and the Assembly doth command and compel attendance before the said Select Committee of such persons and the production of such papers and things as the Committee may deem necessary for any of its proceedings and deliberations, for which purpose the Honourable the Speaker may issue his warrant or warrants.”

This Committee, having completed its work, respectfully presents the unanimous report which follows.

Signed:

W. M. NICKLE

J. N. ALLAN

W. G. BEECH

A. J. CHILD

J. F. EDWARDS

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PETER MANLEY

JOHN ROOT

T. D. THOMAS

JOHN YAREMKO

Dated at Toronto, February 9, 1955

Foreword

HIGHWAY SAFETY has become a subject of serious study in nearly every province of Canada and State of the American Union, and indeed, in every nation in which the motor vehicle has become a major form of transportation. Alarmed by the mounting toll of motor vehicle accidents, the President of the United States and numerous State Governors have called conferences to study and consider ways and means of securing an abatement of this widespread problem. Its significance in the Province of Ontario was recognized by the Prime Minister in his motion to appoint an All-Party Select Committee on Highway Safety at the 1954 Session of the Legislature.

The record of motor vehicle accidents in Ontario compares favorably with that of many of the American states, and there is another source of satisfaction in that the toll of motor vehicle fatalities in relation to the miles driven has been cut almost in half in the last decade.

Motor vehicle accidents are caused by many factors, but excessive speed—often a manifestation of recklessness and carelessness—is the most common cause of highway fatalities and accounts for nearly half of all traffic violations.

Modern society is constantly having impressed on it that this is an age of speed. The power of motor vehicles has been stepped up steadily to produce the 200 horsepower juggernauts of today. The automotive industry advertises the power and breakaway speed of its new models. The emphasis of the gasoline and oil companies is on the extra power and speed to be realized from the use of their products. The airlines pride themselves on the distance spanned in a few short minutes. Drivers will speak of the shortness of time they required to drive between two localities; few speak of the care and consideration they exercised or how safely they drove. This has become the pattern of our modern world, a world in which

the driver is so completely conditioned to breath-taking speed—the most frequent cause of serious accidents—that a program of highway safety makes difficult headway.

The quest for highway safety is, therefore, one of society's most challenging. The record of motor vehicle accidents and fatalities has become a travesty of an invention designed to serve and benefit mankind. With the increase in the number of vehicles and miles of driving, the problem will become more serious unless public opinion is seized of its importance and aroused against it. In this regard, the automotive and related industries can play an exceedingly valuable part in emphasizing safety factors and considerations, not only in design but also in their promotional efforts and advertising.

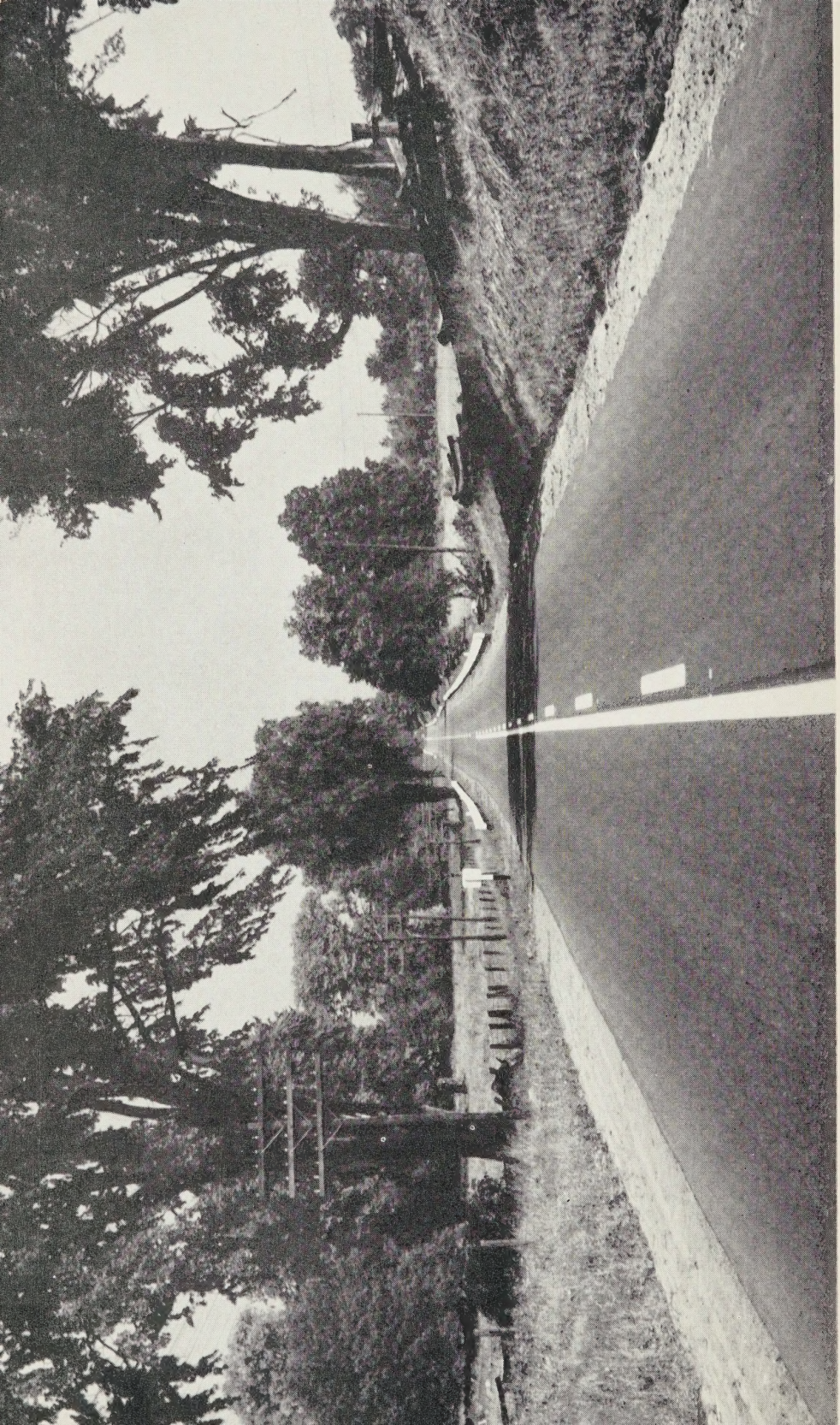
There are several recommendations in this report for improving highway safety, but none of them is a cure-all or, indeed, a substitute for a commonsense code based on the observance of the three basic driving rules of care, courtesy and consideration. These essentials underlie the whole problem. If they were faithfully followed there would scarcely be need of a Highway Traffic Act. What is, therefore, basically required is a change in attitude on the part of the driver. He must accept the concept of personal responsibility and must be conscious of the dangers and consequences of his actions.

In concluding these observations, I wish to express my sincere and complete appreciation to my colleagues on this Committee for their co-operation at all times. My work as Chairman was greatly lightened by their earnest and enthusiastic application to the task assigned.

W. M. NICKLE,
Chairman.

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Ontario Highways invite safe and pleasant travel.

Introduction

THE HIGHWAY accident problem is one of deep concern to the people of Ontario. Each year there is a significant rise in the number of motor vehicles on the highway which, together with an unusual increase in population, contributes to the complexity of the accident situation. Immigration has brought 569,500 people to Ontario in the period from January 1946 to October 1954. Motor vehicle registrations in this province at the time of writing are approximately one and a half million. The Committee realizes the importance of a complete examination of the basic problem: how to make our roadways safe and yet retain the benefits of modern motorized transportation.

Ontario statistics show that out of over 1,600,000 licensed drivers in 1953, 110,000 were involved in accidents. Accidents in that one year killed 1,082 people and injured 23,634. Property damage was over twenty-four million dollars, an increase of 24.7% over 1952. This staggering sum does not include the indirect costs of hospital and doctor bills, loss of pay, etc., which would increase the total to an estimated ninety million dollars. These statistics of death, injury and destruction have behind them the incalculable cost of heartbreak and suffering.

The Ontario situation is not unique. Other jurisdictions are experiencing the same sickening loss of lives and property through traffic accidents. That the cost is not higher in Ontario is mainly due to the consistent efforts of the Department of Highways and Ontario law enforcement agencies to focus public attention on the problem. The number of persons killed per hundred million miles travelled has been reduced over the ten-year period from 15.2% in 1943 to 8.8% in 1953. The total number killed and injured each year continues to rise, however, caused in part by our increased population and greater use of the motor vehicle.

Our laws and methods of controlling traffic should keep pace with technical advances. The question of highway safety should be the concern of automotive engineers as well as highway engineers if the accident toll is to be reduced. It is important that there be the greatest co-operation between these two bodies. The general problem requires the vigor and ingenuity of all who can contribute in any way to an improvement in the traffic situation.

For a proper approach to the problem, it is necessary to realize that most accidents are the result of human error. In order to improve the accident picture we must concentrate on preventing those accidents caused by carelessness, ignorance and anti-social attitudes. These may be reduced significantly by education and enforcement. Engineering, the third familiar "e", has had the attention of trained scientists and engineers and hence a valuable core of knowledge already exists. Ontario is fortunate in having an excellent highway system. In this province few accidents are caused solely by road conditions. The members of the Committee, however, have given careful consideration to each aspect of the general problem and submit recommendations designed to improve the entire situation.

Many of the recommendations of the Committee are inter-related, so that the effectiveness of one requires the adoption of others. The Committee has endeavoured to present in summary form those recommendations which it considers essential if the highway safety situation is to be improved.

Acknowledgments

THE SELECT COMMITTEE on Highway Safety held many hearings in Toronto and throughout the province. The members were heartened by the high calibre of the briefs presented, with each submission reflecting a careful study of the problem. Officers of interested organizations and service groups took time out from a busy day to give the members the benefit of their experience and advice. The Committee was pleased to receive so many stimulating proposals from public-spirited citizens. Each recommendation was given the careful consideration it deserved.

In addition to the public meetings held in the Parliament Buildings in Toronto, the Committee visited the following towns and cities in the province: Guelph, Kitchener, Stratford, London, Woodstock, Brantford, Dunnville, Niagara Falls, Hamilton, Barrie, Orillia, North Bay, Pembroke, Ottawa, Hawkesbury, Cornwall, Kingston, Belleville, Cobourg, Oshawa and Sudbury. Briefs and representations which contained many new and valuable suggestions were presented by county and city officials, safety groups and interested citizens.

The Committee was exceedingly fortunate in arranging informative meetings with senior officials of the four states visited: New York, Connecticut, New Jersey and Pennsylvania. In addition, highly qualified specialists on traffic safety were heard at a special meeting at New York University. This was followed by a discussion on traffic control and pedestrian safety with a senior official of the New York City Police Department. The National Safety Congress in Chicago provided the Committee with an opportunity to attend traffic safety sessions and discuss the subject with representatives from all over the United States and Canada. Our neighbors to the south are gravely concerned over the traffic accident problem and have carried out many interesting and valuable experiments. The

Committee is indebted to the various states' officials for their friendly counsel and guidance.

A special note of appreciation is due to the officials of the Ontario Department of Highways. They were often called upon at short notice to provide information on some particular aspect of the problem. The reply was always detailed and prompt. The co-operation of the personnel of all branches of the Department was of great assistance to the Committee.

Representatives of the Attorney-General's Department, including the Ontario Provincial Police Force, gave the Committee splendid co-operation and support throughout the enquiry.

The Committee welcomed the invitation of the automotive industry to view its impressive facilities for manufacture and research in Ontario and in the United States.

Recommendations

THE SELECT COMMITTEE on Highway Safety, after deliberation, recommends that:

EDUCATION

1. A province-wide planned course in highway safety education be conducted in the primary and secondary schools. Classroom instruction should constitute part of the physical and health education courses.

The emphasis should be on practical instruction to the children in the lowest grades. It is essential that they develop good road habits. Periodic classroom instruction throughout the senior grades would refresh the student's understanding of his responsibilities and prepare him to meet potentially dangerous traffic conditions.

2. A course in driver education be provided for students in the secondary schools, involving both classroom and practice driving instruction. After a period of development, this course should constitute part of the regular curriculum as an accredited course.

It has been proven conclusively that a trained driver has less accidents. Driver education is widely recognized as the key to safe and efficient operation of motor vehicles.

3. Universities be encouraged to develop courses in highway safety education.

Appropriate certificate courses should be established for teachers of driver education and safety education. In addition, separate short intensive courses are essential for traffic engineers, police officers and other officials interested in administration and enforcement.

4. The Department of Education establish a safety section in the physical and health education branch.

This section would provide the necessary stimulus and leadership to the schools to develop and carry out effective safety and driver education programmes.

ADMINISTRATION

5. A Highway Safety Department be established, administered by a Director, who shall have the rank and status of a Deputy Minister.

6. A Standing Committee on Highway Safety be appointed at each regular session of the Legislature.

7. A separate examination division be established under the Director.

(a) Driver examiners be appointed as civil servants.

(b) An applicant for the position of driver examiner be required to pass a qualifying examination consisting in part of appropriate written and practical tests.

8. The policies of public relations and propaganda in reference to highway safety be reconsidered. A publicity section should be constituted as part of the Department, with a staff of qualified civil servants.

9. A senior officer of the Ontario Provincial Police be given full responsibility for highway traffic control.

He should have an adequate staff to plan and supervise a co-ordinated programme of traffic enforcement and control.

10. There should be top-level liaison and co-operation at all times between the Highway Safety Department, the Attorney-General's Department, the Highways Department and the Department of Education.

It is suggested that a Committee of the top officials of each Department be considered, to meet at least once monthly.

11. A Highway Safety Advisory Council be established. This Council be composed of representatives of interested service organizations assigned the responsibility for recommending highway safety programmes and providing leadership to member organizations.

The Council's leadership would be invaluable in instituting and co-ordinating effective programmes down through to the municipal level.

12. The Director make available to municipal authorities information for their guidance in planning safety sections of police departments.

Information could be assembled and distributed concerning some excellent programmes already in existence in certain Ontario municipalities.

LICENSING

13. The Department publish a new manual on proper procedure; including a section of questions and answers on highway traffic laws and rules of the road, designed to be used as a text for preparing applicants to qualify for the privilege of drivers' licences.

14. An applicant for a licence to drive a motor vehicle be required to pass a complete examination to satisfy the examiner that he is competent to operate a motor vehicle.

This examination should be designed to certify that the successful applicant has reasonable eyesight, understands highway signs, possesses a thorough knowledge of the highway traffic laws and regulations and has the ability to drive safely.

15. Within a period of ten years from a date to be set by the Government all operators of motor vehicles be required to be examined.

This examination should be conducted in the same manner as the test for new driver applicants.

16. The province be zoned into appropriate areas for the conduct of driver examinations.

(a) Driver examiners be rotated throughout the zone and examinations arranged by appointment.

(b) In remote areas the Ontario Provincial Police be commissioned to examine applicants.



The super-highway carries high-volume traffic safely if drivers observe a reasonable rate of speed.

17. Applicants be required to be examined in the zone in which they live.

18. An applicant who has not been successful shall have the right to apply for re-examination.

19. The present system of granting chauffeurs' licences be discontinued and instead chauffeurs' licences be graded into two types:

- (a) for passenger cars and light trucks,
- (b) for heavy vehicles (trucks, buses, etc.)

The examination should be conducted, whenever practicable, on the type of vehicle which the driver expects to operate.

20. An applicant for a licence to operate a motorcycle be required to submit to a separate practical test on this vehicle and the licence granted be distinct from a regular operator's licence.

21. All licences to operate a motor vehicle granted to applicants under the age of twenty-one years be considered probationary.

22. An owner of a motor vehicle under the age of twenty-one years be required to file proof of financial responsibility before his vehicle is registered and a permit granted.

23. The Department establish standards which must be met before a bus can be designated as a school bus. A school bus to be painted yellow and clearly marked, carrying appropriate signalling devices.

24. The operator of a school bus be required to pass a special examination designed to test his competence as a safe, reliable driver.

ENFORCEMENT

25. The *Highway Traffic Act* be amended to give the magistrate discretion to order an operator convicted of an offence contrary to the provisions of the *Highway Traffic Act* to attend a traffic school before judgment is final.

26. For any conviction of an offence contrary to the *Highway Traffic Act*, the magistrate be given the discretion of suspending the

licence of an operator holding a probationary permit. This suspension could be for any or all of the unexpired period of probation, provided that the applicant shall have the right to apply for a licence on attaining the age of twenty-one years.

27. The magistrate be given the discretion to direct any person who appears before him to submit to a re-examination.

28. The *Highway Traffic Act* be amended to provide that for any conviction of an offence contrary to the *Highway Traffic Act* the magistrate be given the discretion to suspend the licence of an operator for a period not exceeding three months.

Penalties for operators driving while under suspension should be reviewed.

29. The Department investigate the advisability of introducing the demerit point system.

This would require a careful examination into the effectiveness of the various point systems in use in other jurisdictions.

30. A review be made of the matters required under Section 24 (1) (endorsement of conviction on licence or permit) and Section 65 (1) (magistrate or justice of the peace to certify conviction to Minister), to ensure that the most effective methods and procedures are in effect or carried out.

31. The individual operator and not the owner, whenever possible, should be charged with the offence. This would require reconsideration of Section 49 of the *Highway Traffic Act*.

The record of the individual operator should be complete. The licence to drive is a privilege and the operator must demonstrate through proper behaviour that he deserves continuance of that privilege. The Department and the courts require full knowledge of the operator's behaviour if they are to control him. The licence to drive should have all convictions endorsed thereon for a period of at least two years. This would require that when the licence is renewed the issuing office re-type the previous year's convictions.

32. The police, both municipal and provincial, intensify periodic

spot checks of vehicles and drivers, investigating the mechanical condition of the motor vehicle and checking driver performance.

33. Any motor vehicle offered for re-sale by a person licensed to deal in motor vehicles be required to carry a certificate of roadability and mechanical fitness signed by a qualified licensed mechanic.

34. Police officers of the various police forces be encouraged to give lectures on highway safety to schools and other organizations.

35. All receipts given for payment of moneys in police court for offences contrary to the *Highway Traffic Act* be on standard duplicate receipt forms, numbered, printed and approved by the Department.

36. The Government give consideration to the question of the strength of the Ontario Provincial Police Force, as to whether or not it is sufficient for highway traffic control.

In order to obtain necessary recruits, consideration could be given to lowering the minimum height standard.

37. A system of uniform, numbered traffic tickets be developed for the use of all law enforcement agencies in Ontario.

The traffic ticket should be designed so that when the police officer made out the original complaint there would be in all four copies:

- (1) the complaint,
- (2) the summons,
- (3) the police record,
- (4) the conviction report,

(to be marked by the Court and returned to the Department).

38. The Department investigate the use of flashing red warning signals with a view that they be reserved for approved emergency vehicles.

Other vehicles to carry an amber flashing warning signal.

THE LAW

39. The *Highway Traffic Act* be amended to require that:

“An operator of a vehicle on a highway outside of a business or residence district, upon overtaking a school bus which has stopped on the highway to receive or discharge passengers, shall be required to stop and shall not proceed until the school bus resumes motion or until signalled by the driver to proceed.”

40. A section be added to the *Highway Traffic Act* to conform with the *Uniform Vehicle Code* and read as follows:

“No vehicle shall at any time be driven to the left side of the roadway under the following conditions:

(1) When approaching the crest of a grade or upon a curve in the highway where the driver's view is obstructed within such distance as to create a hazard in the event another vehicle might approach from the opposite direction.

(2) When approaching within one hundred feet of or traversing any intersection or railroad grade crossing.

(3) When the view is obstructed upon approaching within one hundred feet of any bridge, viaduct or tunnel.

The foregoing limitations shall not apply upon a one-way roadway.”

41. Section 51 of the *Highway Traffic Act* be revised to exclude railway trains and street railways.

In this section the onus of disproving negligence is upon the owner or operator of a motor vehicle.

42. A new provision be added to the *Highway Traffic Act*, requiring a pedestrian to walk facing traffic as follows:

“Any pedestrian walking along and upon a highway shall, when practicable, walk only on the left side of the roadway or its shoulder facing traffic which may approach from the opposite direction.”

43. Section 43 (6) and (7) be amended by deleting the word “commercial”.

This will require that all motor vehicles carry warning flares, lanterns, lamps or reflectors approved by the Department. The Department should reconsider approved materials in the light of present day safety requirements.

44. A section of the *Highway Traffic Act* be added to require that “no person shall drive any motor vehicle with any sign, poster or other non-transparent material, or objects, upon the front windshield, side wings or side or rear windows of such vehicle which obstruct the driver’s view of the highway or any intersecting highway, except for any such material approved by the Minister.”

45. Section 10 (10) of the *Highway Traffic Act* be amended to require that every bicycle shall carry reflective material of a type and in a location approved by the Department.

It is suggested that white reflective material be placed on the front forks and red reflective material be fastened to the rear fender in place of the present white strip.

46. Section 41 (3) (a) be amended by striking out the words following “through highway” and adding instead “shall proceed with caution”, so that this section shall read:

“(3) The driver or operator of every vehicle or car of an electric railway shall before entering or crossing a through highway bring the vehicle or car to a full stop immediately before entering the nearest crosswalk or, if none, at a clearly marked stop-line, or, if there is no crosswalk or stop-line, then immediately before entering the travelled portion of the through highway.

(a) The driver or operator of any vehicle, who has come to a full stop as required above, upon entering the through highway shall proceed with caution.”

47. Section 41 (1) be amended to conform with Section 41 (3) (a) by the addition of the following rider: “subject to the provisions of Subsection (3) (a)”.

This addition modifies the right-of-way rule to conform with the recommended change in the *Act* requiring a vehicle entering a through highway to stop and then proceed with caution even though he may be on the right of approaching traffic.

48. Section 41 (16) be amended by adding the words after “in front of” “to the rear of”, and as well after “approaching” “or overtaking”, so that the section shall read:

“(16) No person in charge of a vehicle shall pass or attempt to pass another vehicle going in the same direction on the highway unless the travelled portion of the highway in front of, to the rear of and to the left of the vehicle to be passed is safely free from approaching or overtaking traffic.”

This amendment will require that before a vehicle can turn out to pass another vehicle the driver shall see that the left side of the road is free of oncoming traffic and that he will not interfere with the orderly progress of an overtaking vehicle.

49. Section 10, Subsections (1), (2), (5) and (22) be amended by striking out in each case the words “two hundred” and inserting in lieu thereof the words “five hundred”.

This will require that all rear lights on vehicles be clearly visible for a distance of at least five hundred feet. At present the *Highway Traffic Act* requires a visibility distance of five hundred feet for some rear lights, while it requires only two hundred feet for others.

50. The *Highway Traffic Act*, the *Public Commercial Vehicles Act* and the *Public Vehicles Act* be amended to provide for the following:

“No person in a motor vehicle, public vehicle, public commercial vehicle or street car shall ride in such a position as to interfere with the operator’s view ahead or to the sides or to interfere with his proper management or control of the motor vehicle, public vehicle, public commercial vehicle or street car.

51. Section 41 (11) be amended to permit overtaking and passing on the right of a vehicle upon a highway divided into three or more marked lanes, or where the highway is free from obstructions and parked vehicles to permit two or more lanes of moving traffic.

This would require an amendment to Section 41 (5) (b), which prohibits vehicles from driving in the centre lane except when overtaking another vehicle.

Lane traffic is one of our modern highway developments. The law enforcement agencies should do everything possible to dis-

courage "lane hopping". A turn from one lane to another should be made with an appropriate signal only, required under Section 41 (1) (d) of the *Highway Traffic Act*.

52. Section 10 (22) to be amended to read as follows:

"(22) Subject to subsection 23, every vehicle other than a motor vehicle or a bicycle or a tricycle, including animal-drawn vehicles, when on a highway after dusk and before dawn, shall carry in a conspicuous position on the left side thereof a lighted lamp, electric lighting device or reflective material approved by the Department, showing white to the front and red to the rear, and any such lamp, device or material so used shall be clearly visible at a distance of at least five hundred feet from the front and from the rear of the vehicle."

53. A new subsection be added to Section 10, after Subsection (22):

"(1) Every farm tractor equipped with an electric lighting system, when on a highway after dusk and before dawn, shall display a red tail lamp visible for a distance of five hundred feet to the rear, in addition to multiple beam or single beam headlamps."

54. The *Highway Traffic Act* be amended to require that any vehicle, object or apparatus on the highway, whether self-propelled or drawn, with a width greater than ninety-six inches, shall be equipped either with two tail lamps displaying a red light visible from a distance of five hundred feet to the rear or two reflectors visible from a distance of five hundred feet to the rear when illuminated by the upper beam of headlamps and the location of such lamps or reflectors shall be such as to indicate as nearly as practicable the extreme left and right rear projection of said vehicles.

55. Section 1 (1) (a) be amended by adding at the end of sub-clause (iii) the word "or" and the following:

"the minister designates any such territory to be a 'built-up' area".

This would permit the posting of a 30 m.p.h. speed limit in an area so designated.

56. Section 28 of the *Highway Traffic Act* be amended to provide that the Minister be given the power to establish speed zones and

speed limits, having regard to type of road and volume of traffic. In addition, he be given discretion to reduce the speed limit when visibility and weather conditions merit.

The Committee feels that winter conditions, with snow and ice making travel more hazardous, require a reduced speed limit. At any time a safe speed for one road may be a dangerous speed for another. The posting of speed limits, however, should be accomplished with the principle of an absolute speed limit followed as far as practicable. This may require grading the various roads and setting a speed limit for each grade. Speed zones should be clearly posted and variations in speed zones on one road kept to a minimum. Too many changes in speed confuse a driver and defeat the purpose of speed zoning.

57. Section 102 of the *Highway Improvement Act* be clarified.

This section is concerned with the removal of objects growing or standing upon a highway or land adjacent to the highway which may, among other things, cause a dangerous obstruction to the vision of pedestrians or drivers of vehicles.

58. The *Highway Traffic Act* be amended by the addition of the following section:

“The driver of a vehicle about to enter or cross a highway from a private road or driveway shall yield the right-of-way to all vehicles approaching on said highway.”

59. Section 54 of the *Highway Traffic Act* be rewritten to conform with the *Criminal Code* to be proclaimed April 1, 1955. This section of the *Act* should contain a reference to Section 222 of the *Criminal Code* (concerning driving while intoxicated). In addition, Section 54 be amended by striking out (a) part and amending (b) part to read “upon the first offence”, so that the whole section will read:

“54. The licence or permit or, in case the licensee is also the owner of the motor vehicle, then both the licence and permit of a person who is convicted of an offence under Section 222 of the *Criminal Code (Canada)* is thereupon and hereby suspended for a period of,

(a) upon the first offence, six months, but where injury to or

death of any person or damage to property occurred in connection with the offence, one year;

(b) upon any subsequent offence, one year, but where injury to or the death of any person or damage to property occurred in connection with the offence, two years;

provided that if an order is made under Section 225 upon a conviction under Section 222 prohibiting a person from driving a motor vehicle for any longer period, the licence or permit or both shall remain suspended during such longer period."

60. The *Highway Traffic Act* be amended by the addition of a section to cover convictions under Section 223 of the *Criminal Code* to be proclaimed April 1, 1955, involving "driving while ability to drive is impaired". A conviction under this Section to require suspension for a period of three months for the first offence, six months for the second offence and one year for any subsequent offence, provided that if an order is made under Section 225 of the *Criminal Code* prohibiting a person from driving a motor vehicle for any longer period suspension shall be for such longer period.

61. Section 29 (1) of the *Highway Traffic Act* (careless driving) be amended to require that upon conviction under this Section an operator shall be suspended for a period of three months upon the first offence, six months for the second offence and one year for any subsequent offence.

62. A new section be added to the *Highway Traffic Act* to cover reckless driving by an operator, which may be defined as: "any person who drives a motor vehicle in wilful or wanton disregard for the safety of persons or property". Conviction under such a section to require mandatory suspension for six months upon the first offence and one year upon any subsequent offence.

63. Section 41 (2) (c) of the *Highway Traffic Act*, which permits a right turn on a red light after a full stop, be amended to require that such right turn shall only be made when there are no pedestrians in the crosswalk crossing with the green signal.

THE VEHICLE

64. A Safety Section in the Department of Highway Safety investigate and establish vehicle standards and approve accessories.

(a) The Safety Section be empowered to employ engineering experts when required to test automotive equipment from a safety viewpoint and make suitable recommendations to the Director.

(b) The following be referred to this section at the earliest opportunity:

(1) The problem of brakes and the second braking system.

This would require a careful reconsideration of the requirements in the *Act* under Section 12, especially Subsection 1.

(2) The advisability of requiring the installation of safety belts in future motor vehicles.

(3) Careful investigation into the various reflectors required under Section 10.

(4) Consideration of adopting standards to prohibit projections and projecting ornaments which would be dangerous in the event of a collision and are not a functional part of a vehicle.

(5) The use of reflective material on motor vehicles both front and rear.

65. (a) All new motor vehicles, beginning January 1, 1956, be equipped with mechanical signalling devices clearly visible both front and rear.

(b) All motor vehicles over a gross weight of 10,000 pounds be equipped with mechanical signalling devices visible both front and rear, beginning January 1, 1956.

The Committee feels that mechanical signalling devices on cars, trucks and buses prepare following and approaching traffic for any turning movements the operator may make. In conditions of poor visibility such as darkness, rain or fog, it is almost impossible to see a driver's arm extended. Section 41 (1) (d) of the *Highway Traffic Act* requires that a driver before turning "if the operation of any other vehicle may be affected by such movement, shall give a signal plainly visible to the driver or operator of such other vehicle of the intention to make such movement". Under conditions outlined above, this would seem to require an approved mechanical signalling device.

66. The Department of Highways give early consideration to the weight load to be carried by any commercial vehicle, having regard to its capacity, and that any load carried shall not interfere with the safe braking capacity of said vehicle.

* THE HIGHWAY

67. Where two through highways intersect each other, a traffic circle be constructed. This would avoid the present system of placing stop signs on one highway. The traffic circle should be introduced wherever practicable, to facilitate a safe traffic flow.

(1) The Committee endorses the use of a cloverleaf where high volume traffic makes the higher cost practicable.

(2) The Department should require the posting of sufficient warning signs to prepare motorists for a stop intersection on any highway.

68. The Department investigate the advisability of installing new types of guard rails in dangerous locations and compare the effectiveness of various designs to those in use at present.

69. A thorough investigation by the Department and municipal authorities into the advisability of the yield right-of-way sign in place of the stop sign at specified intersections. Authority should be given for the use of this sign at lightly travelled intersections where no through street is required.

Too frequent use of the stop sign detracts from its effectiveness as a traffic control device.

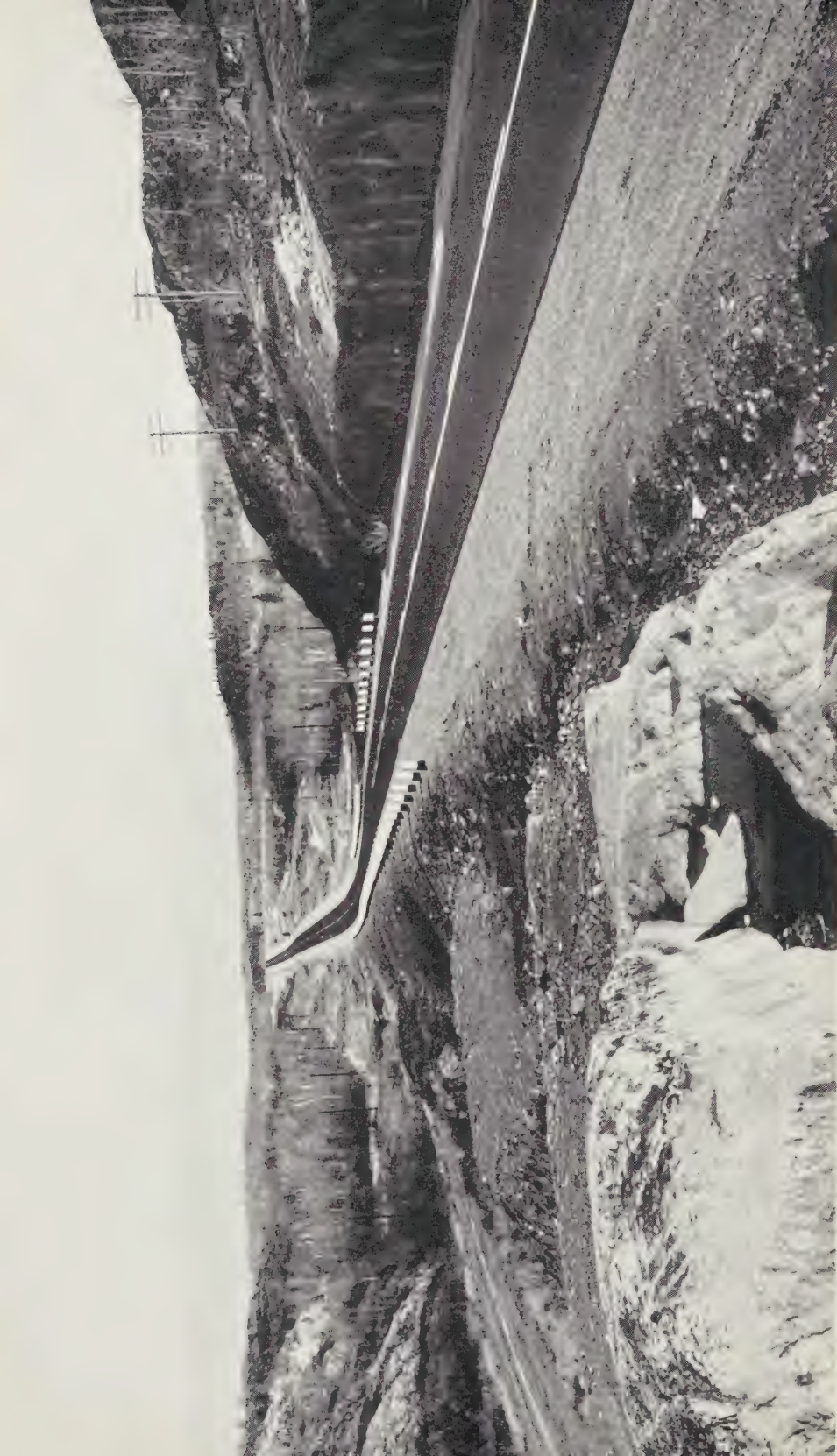
70. The Department of Highways construct, where practicable, a "crawler strip" on the right of an up-grade.

A steep incline causes a heavy vehicle to slow down and to interfere with a constant traffic flow. The easement would provide an opportunity for slow-moving vehicles to pull off to the right in safety and permit following traffic to pass on the up-grade.

71. The Department of Highways construct on heavily travelled arteries, where practicable, additional traffic lanes in the following locations:

(1) A deceleration lane on the right side in advance of a stop intersection and, for an appropriate distance beyond, an acceleration lane for heavy vehicles.

* In this section "the Department" means the Department of Highways.



The narrow winding road is replaced by a new well-designed, clearly marked highway cut through rough terrain. Careful and courteous driving will ensure a safe journey.

(2) An acceleration lane on the right side for traffic entering from an intersecting road.

(3) On the left side of a dual lane highway a deceleration lane to facilitate left turning movements without interrupting a safe traffic flow.

72. The Department of Highways, in co-operation with the Board of Railway Commissioners and the railway companies, give further emphasis to floodlighting and otherwise increasing the visibility of signs designating the railway crossings.

(a) Railway signs be reflectorized and visible on each side of the tracks.

(b) Suitable markings be painted on the highway visible to approaching traffic at least one thousand feet in advance of the crossing.

73. The Department of Highways investigate the various colour combinations of signs to establish which should be adopted as the uniform standard, having regard to all weather conditions, for best visibility distance.

74. The Department of Highways reconsider all road signs with a view to establishing uniform standards.

The present multiplicity of signs to be avoided by requiring that all signs conform with the uniform standard.

75. The Department establish standards requiring that warning signs, stop signs and markings at dangerous locations be reflectorized.

76. The Department investigate the minimum width standard for all newly constructed and rebuilt highways, having regard to the locations where said highways are to be established.

Wherever practicable adequate shoulders should be built, sufficient to permit cars and trucks to pull off the travelled portion of the roadway when in difficulty. Buses should use the shoulders to pick up and discharge passengers and not stop on the roadway.

No features of a highway have a greater influence upon the safety and comfort of driving than the width and condition of the surface.

The Committee has found that hazardous traffic conditions exist on pavements less than twenty-two feet wide. Highway engineers point out that to permit desired clearances for commercial vehicles, a twenty-four foot pavement is required.

77. The solid white line on the roadway prohibiting passing be drawn wherever the visibility distance is less than one thousand feet. All present markings should be reviewed to ensure that this standard is uniform.

Addenda

It is not possible in a report to evaluate all the recommendations on so complex and difficult a problem as highway safety. The literature available on this subject is already extensive and increasing daily. It is evident that the seriousness of the situation has impressed itself on thinking people everywhere. We again would like to emphasize the importance of a Standing Committee of the House to consider highway safety.

The Committee has endeavoured to report recommendations which deserve immediate consideration. In addition, some suggestions are outlined below which, if given attention by the appropriate authorities, will help to ensure the safety of citizens using our public roadways.

The Committee received representations from time to time suggesting that certain road conditions, considered by local residents as dangerous, should be improved. Information concerning these problems was forwarded to the appropriate authorities in the Department. Road conditions, admittedly, play an important part in traffic safety and as such deserve careful attention and consideration. The Committee feels that the highway engineers have made a commendable effort to improve road conditions throughout the province.

We would endorse the alleviation of the road problems which have been shown to us and others which may be known to the Department of Highways as soon as possible.

The Committee suggests that the following be considered:

(1) For the protection of night traffic, railway cars should be lighted or carry reflective materials at appropriate intervals on the sides.

Everything possible should be done to illuminate all objects on the roadway after dusk. For safety, a motor vehicle must be able to stop within its visibility distance. This demands that the operator travel at a moderate rate of speed and that the vehicle have effective brakes and efficient headlamps. The operator should exercise utmost vigilance in watching for hazards on the roadway. In fairness to the driver, however, objects should not be drawn on or across a roadway without warning lights or reflectors. The cost of such warning materials is negligible when loss of life or limb is the alternative.

(2) The Department should investigate the various systems of compulsory periodic vehicle examinations in effect in other jurisdictions. A complete survey should be made to determine how effective either inspection by the province or by a system of privately operated stations would be in reducing accidents in Ontario.

In the meantime, the Committee wishes to endorse the county programmes of issuing stickers to vehicles tested and approved by licensed mechanics as being roadworthy. Semi-annual checks, such as those conducted in some counties at present through the co-operation of the Garage Operators Association, would protect against unsafe vehicles on the highway. The law enforcement agencies should support this programme by periodic road checks on the highway. Such vehicle checks would do much to discover mechanical defects which at times contribute to accidents.

(3) All municipalities, wherever practicable, should establish clearly marked crosswalks for pedestrians at intersections.

Pedestrians should be encouraged to cross at such intersections and be discouraged from crossing at any other point. Operators should allow pedestrians in the crosswalks to cross in safety. Pedestrians have the protection of the law under Section 51 (1), which places the onus of disproving negligence for loss or damage sustained in an accident on the operator or owner.

(4) The automotive and oil industries should reconsider their advertising approach and avoid advertising designed to impress speed and power on the public. Such advertising encourages the operator to test published claims, thereby creating a potential accident situation.

Fundamental to the cure of the highway safety problem is the personal care of every operator. Proper safety education must not have competition which encourages the irresponsible use of speed and power. All agencies, public and private, should endeavour to keep before the public the necessity of care and courtesy on the highway. The operator, of course, must accept the final responsibility for safe driving habits if the myriad benefits of motorized transportation are not to be cancelled by the suffering of accident victims.

(5) The Department should give consideration to the length and breadth of vehicles using our highways for commercial purposes and to the weight loads of tractor-trailers having regard to public safety and to the construction of our highways.

(6) The Committee considers that an important safety factor is that of well marked roadways. Each operator realizes the importance of good road markings in times of reduced visibility. Provincial highways generally are well marked. More emphasis, however, should be placed on the marking of hard-top county roads. When county authorities are unable to rent commercial marking equipment and it is not economical for the county to own its own, it should be permitted to rent Department of Highways road marking machinery whenever possible.

Witnesses

THE FOLLOWING PERSONS and organizations appeared before The Select Committee on Highway Safety:

Hon. George H. Doucett, Minister, Department of Highways

Dr. Smirle Lawson, Chief Coroner, City of Toronto

Lt. Col. W. A. Bryce, Professor, Public Safety, University of Toronto

Mr. J. W. Thompson, Q.C., Barrister and Solicitor, Toronto

Mr. O. F. Messner, Secretary of Revenue, State of Pennsylvania

Mr. J. E. Sampson, Frontenac Law Association, Kingston

Mr. W. J. Stewart, C.B.E., M.P.P., Parkdale

Mr. Alfred H. Cowling, M.P.P., High Park

Commissioner and Officials, Ontario Provincial Police

Deputy Minister and Officials, Department of Highways for Ontario

Registrar and Officials, Motor Vehicles Branch, Department of Highways for Ontario

Officials, Department of the Attorney-General

Public Relations Services Limited

Chrysler Corporation of Canada, Limited

Automotive Transport Association

Minnesota Mining & Manufacturing Company of Canada, Limited

Optometrical Association of Ontario

Commissioner and Officials, Bureau of Motor Vehicles, State of New York

Director and Officials, Bureau of Motor Vehicles, State of Connecticut

Directors of Education, Highway Safety and Operations, State of Connecticut

Assistant Director and Staff of Centre for Safety Education, New York University

Association of Casualty and Surety Companies, New York

New York City Police Department

Director and Officials, Division of Motor Vehicles, State of New Jersey

Director and Officials, Bureau of Motor Vehicles, State of Pennsylvania

Department of Public Instruction, State of Pennsylvania

Ontario Chamber of Commerce

Ontario Motor League

Ontario Motor Truck Owners Association

Danforth Driving School

Ontario Safety League
Faculty of Applied Science, Queen's University
Ontario Society of Safety Engineering
Ontario Section, Canadian Bar Association
Ontario Insurance Agents' Association
Department of Pharmacology, University of Toronto
Garage Operators Association of Ontario
Motor Vehicle Safety Association
Occidental Life Insurance Company
Toronto Traffic Safety Council
Canadian Manufacturers Association
Hamilton Safety League
Hamilton Automobile Club
Association of Professional Engineers
Automotive Transport Association Safety Committee
Automotive Transport Association of Ontario
Toronto Cartage Association
Ontario Medical Association
Good Roads Association
Canadian Underwriters' Association
Independent Automobile & Casualty Insurance Conference
Assigned Risk Plan
Canadian Automobile Chamber of Commerce
Canadian Automotive Wholesalers & Manufacturers Association
Ontario Traffic Conference
Canadian Electrical Manufacturers' Association
Broadview Y.M.C.A.
Ontario Provincial Federation of Labor, Trades & Labor Congress of Canada
Toronto Home and School Clubs
Toronto Board of Education
Toronto School Crossing Guards
Ottawa Board of Trade
W. Y. Denison, Ottawa

THE FOLLOWING towns and cities in Ontario were visited, at which representations were heard from the mayor, the warden, reeves, councillors, municipal and country officials, service clubs and organizations, safety committees and interested citizens:

Guelph—County of Wellington
Kitchener—County of Waterloo
Stratford—County of Perth
London—County of Middlesex
Woodstock—County of Oxford
Brantford—County of Brant
Dunnville—County of Haldimand
Niagara Falls—County of Welland
Hamilton—County of Wentworth
Barrie—County of Simcoe
Orillia—County of Simcoe
North Bay } —District of Nipissing
Mattawa }
Pembroke—County of Renfrew
Ottawa—County of Carleton
Hawkesbury—County of Prescott
Cornwall—Counties of Stormont,
Dundas and Glengarry
Kingston—County of Frontenac
Belleville—County of Hastings
Cobourg—County of Northumberland
Oshawa—County of Ontario
Sudbury—District of Sudbury

W. M. NICKLE, *Chairman.*

D. J. COLLINS, *Secretary.*



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